

CREATED AND PRESENTED
B Y
THE OFFICE OF CIVIL DEFENSE
AND
EMERGENCY PREPAREDNESS

TERRE HAUTE - VIGO COUNTY
INDIANA

Foreword

The principles of Civil Defense can be applied only where the people are - in the home towns all across America.

While Civil Defense programs can create survival plans, train people and provide equipment, this is not its only meaning nor its only purpose.

Civil Defense can and must be the conscience of the community, urging the community to do those things it does not ordinarily do.

Civil Defense principles require that government shall help the people help themselves prior to, during and immediately after any disaster.

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EMPIRICAL CONCEPTS

The principle of civil defense is as old as mankind. It is merely another application of the art by which a society's leadership organizes for the protection of its constituents. This process has been a part of man's behavior for thousands of years.

Each new threat to man's security has evoked commensurate means of protection. What is now known as civil defense is our nation's chosen defense against the current and ultimate threat of nuclear attack and a preparation for and recovery from nature's devastations.

The point always at issue is the degree of public protection for which the nation, the State and the community are willing to pay.

What is public protection or to be specific, what is the civil defense mission? Government cannot accept it as less than the safeguarding of lives and property and the providing of the means for adequate protection for every citizen.

The illusion of adequate protection can be a cruel deception and government cannot tolerate this illusion being inflicted upon any American. Our people have faith that their government is aware of their needs and usually acts appropriately in their behalf. Yet those of us who are knowledgeable in civil defense know that much more can and should be done to fulfill the trust that rests with government. Those of us with a responsibility for the safety of others cannot brush aside that responsibility with the expression that it cannot happen here.

There is little point in considering tangible elements of civil defense unless these three major problems are faced and resolved:

1. Government Leadership: It must be accepted that government at every level can and must impress upon the public that we still live within the nuclear age and it must be precise about the consequences and the necessary protective means. For all the lip service it has received, civil defense has never truly been recognized as essential to local and national security.

Until government agrees on its posture, any discussion of the civil defense programs nuts and bolts is not germane. The logical point at which substantive and comprehensive consideration of the civil defense program must begin, therefore, is whether government really wants an adequate civil defense program or whether it wishes to merely create an illusion of an adequate program.

2. Responsibility: If an adequate civil defense program is desired, then government must assume much more responsibility than ever before. Permissive program participation must be abandoned. The participation of only those departments of government and its personnel, which have been motivated, must be broadened to include the participation of all needed government agencies and people. Public funding must also be responsive to the total need and be commensurate with adequate planning and performance. Along with a proper funding level, government should provide criteria for the organization, manpower, equipment, facilities and preparedness and operational levels desirable for the State and the community. Performance history in many communities clearly indicates that qualified and dedicated civil defense directors can do the job if given the tools.

3. Public Acceptance: It appears at times that some governments are not convinced that the public accepts the need for civil defense, yet those of us who talk to the people daily receive citizen responses which are loud and clear. The American people have indicated an acceptance far beyond what might be expected in view of governments often hesitant and fuzzy leadership. The people who have actually experienced the work of civil defense in natural disasters do not question its value. Whatever is done in civil defense, if it is of a positive nature, will be approved by the citizenry.

FUNCTIONAL STRUCTURE

Authority:

The authority for civil defense organizations is based on federal, State and local legislation.

1. Federal

PL81-920 is the federal legislation which establishes civil defense as the responsibility of the federal government, the several States and the political subdivisions and creates a federal department of government now titled the Defense Civil Preparedness Agency.

2. State

The Indiana Civil Defense Act of 1951 is contained in Chapter 15 of Burns Statutes. It creates a Civil Defense Department of government in the State and authorizes the creation of local organizations for civil defense in the political subdivisions of Indiana as local departments of government.

3. Local

City and county ordinances should be passed in each community. While they cannot reduce the authority of civil defense as delineated in federal and State laws, they can and should define the additional authority to be used in the community itself.

Responsibility:

The responsibilities inherent to civil defense are different in the federal, State and local laws but accumulative. Local ordinances cannot revoke State laws nor can State laws negate federal laws. Therefore, responsibilities can be increased but cannot be reduced.

1. Federal

The federal legislation deals with enemy attack only and does not include natural or man-caused disasters. Thus at the federal level the primary responsibility of civil defense is to provide a defense for the citizen against an enemy attack on this nation. Presently the Defense Civil Preparedness Agency is charged with the mission of natural disaster preparedness by Executive Order of the President but it is not a part of the basic federal legislation.

2. State

The Indiana Civil Defense Act includes any and all disasters. It specifically states that civil defense means the preparation for and the carrying out of all emergency functions without limitation. It legalizes preparedness and operational roles for any emergency.

3. Local

Legislation in the community cannot lessen the responsibility defined by federal and State laws but can and should add additional specific duties indigenous to the individual community.

Funding:

The funding of civil defense in the three levels of government differ in many ways but retain one common element. The activities of civil defense expand or contract in somewhat the same degree as funds are provided. Any undertaking, whether public or private, must be supported with a budget and budgets must be consistent with the goals to be achieved.

1. Federal

Federal appropriations provide not only the funds for the federal activities but include all federal funds which are dedicated to the States and the political subdivisions.

The federal funds dedicated to the States and the political subdivisions fall into two main classifications (a) 50% matching funds programs, and (b) 100% grant programs.

2. State

State appropriations are strictly for State expenditures and include no funding for other political entities. State civil defense services provided by these appropriations are often for the sole purpose of assistance to the community but there is no program of dollar support.

The State appropriates only the States share of its budget since the federal government provides 50% of the personnel and administrative costs. Other 100% federal grant programs and activities are provided to the State by contract.

3. Local

Political subdivisions provide funding through county and/or city appropriations. All funding for community civil defense should be from county funds to avoid double taxation. However, cities and townships can participate either by appropriating budgets for the civil defense department or by contributing directly to the county general fund.

While many programs managed by civil defense in the community are supported by federal grants, dollar support can be acquired only on a 50% reimbursement basis for personnel and administrative costs as well as some capital expenditures.

Organization:

The organization of all civil defense departments is similar except in size. Each is a department of government and its employees are a part of the federal civil service commission or a State merit system, with the exception of most directors.

1. Federal

The federal organization is now known as the Defense Civil Preparedness Agency. It is an individual department of government located in the Department of Defense and reports to the Secretary of Defense.

All of the personnel are civil service employees except a few political appointees. Thus the employees are not a part of the patronage system of politics and they, the employees, must restrict their involvement in politics within the limits of federal laws.

There are two divisions of the federal Department of Civil Defense - the one based in Washington, D. C. and the division comprised of the eight (8) regions located throughout the United States. National leadership, final decisions, establishment of guidelines and similar prerogatives are held to the national office.

Direct contact, active involvement and field decisions for the States are given to the Regions. The Regions also negotiate and administer most federal-State contracts.

2. State

The State Department of Civil Defense for Indiana is a separate department of government. It is an administrative and coordinating department and reports to the Governor.

The Indiana Civil Defense Act requires that there be a State Civil Defense Advisory Council which exerts some influence over the fiscal and program policies of Civil Defense at the State level.

Indiana Civil Defense supervises all civil defense activities in the State and judges the qualifications of each community as to the legality of their organization and the proficiency of their activities.

The State Department provides leadership and assistance to the communities in their civil defense activities.

3. Local

The community department of civil defense is by Indiana law a county entity. The State deals only with the County department except where circumstances indicate a variation. All other civil defense entities within the county are authorized to have civil defense departments but they shall be supervised by the county organization.

In each county there shall be a Civil Defense Advisory Council. It is by law the ruling body of civil defense in each county. It selects the director of the department, sets policy and generally supervises the county's civil defense activities and programs. The director is responsible to the Chairman of the Advisory Council.

The director is responsible for the organization, administration and operation of the county civil defense program. All federal, State and community civil defense preparedness and operations converge in this office. The focus of the nations civil defense efforts for every citizen is the Director of Civil Defense in every community.

Local Implementation:

The responsibilities of all Indiana counties, in the organization of local civil defense, fall into four categories; (1.) to select and organize the County Civil Defense Advisory Council; (2.) to appoint a Director to head the department; (3.) to pass a local ordinance to detail the authority and responsibility of its civil defense organization; and (4.) to appropriate an adequate budget to support the activities required.

1. The County Civil Defense Advisory Council

The Indiana Civil Defense Act "authorizes and directs each county to establish and maintain a County Civil Defense Advisory Council".

The Advisory Council shall be organized under the temporary Chairmanship of the Mayor or town board President of the county seat, with the assistance of all other Mayors and town board Presidents in the county, and the President of the County Council, and the President of the Board of County Commissioners.

The Advisory Council shall comprise such county and city elected and appointed officials and representatives of such private and public organizations as is deemed able to promote civil defense.

It is left to the discretion of the Advisory Council to decide by its own ground rules the length of term of the members and whether the elected officials hold membership as office holders or as individuals.

The Advisory Council will conduct its affairs generally under the Roberts Rules of Order unless otherwise agreed. A Chairman, a Vice Chairman and a Secretary will be elected by the body. The Director will be an ex-officio member without vote.

When the Advisory Council has been organized and the Director appointed, all pertinent information regarding the members and the Director will be forwarded to the State Civil Defense Department for record.

2. The Director

The Indiana Civil Defense Act requires each County Civil Defense Advisory Council to appoint a civil defense Director. The Director is not appointed through any political office or by any office holder.

The Director will establish a civil defense office as a focal point for all civil defense activities. He will notify the State Civil Defense Department of all pertinent information concerning it.

3. The Ordinance

A county or city civil defense ordinance is not compulsory but it is always useful. It should define the guidelines under which the civil defense activities of the community will be conducted. It should spell out civil defense authority and responsibility required by federal and State law and should include local requirements.

4. The Budget

Historical data shows that at least a moderate level of funding is essential for an adequate civil defense program. While many volunteers are involved with civil defense and can assist in many ways, management should always be trained professionals. Volunteer services are useful but cannot always be substituted for dollars.

Federal matching fund programs are available and can be used to supplement local funds. If used properly, much can be accomplished with a reasonable budget.

MONETARY ASSISTANCE PROGRAMS

50% MATCHING FUNDS

P & A

Personnel and Administrative expenses can be reimbursed quarterly if the County Civil Defense organization qualifies the county for it as follows:

1. A County Comprehensive Disaster Plan - approved.
2. A Program Paper - the program achieved and a plan for a program to be achieved for the following fiscal year - approved.
3. Merit system accepted for all civil defense employees other than the Director.
4. Organization Staffing Pattern - approved.
5. Submission of county-wide travel ordinance or acceptance of State travel laws.

E O C

Emergency Operating Center can be acquired either by building or repairing. It can be in a basement or in a high rise building. Matching funds can be approved if it will meet authorizing criteria.

1. If this project is contemplated, it would be wise to contact the State Civil Defense Department for their advice and assistance.

Warning:

Sirens and recurring land line costs can be matched if overall planning has been submitted and approved.

Communications:

The purchase of transceivers for the E O C can be matched in the hardware program if a Communications Program Plan has been submitted and approved.

The purchase of transceivers for the administrative vehicles, mobile, and portable radios can also be matched in the P & A Expense Program if prior approval is received from the Director of the Region.

Survival Supplies, Equipment and Training:

All items falling in this category are eligible for 50% matching funds. This includes payment by the County to teachers, and others who would train students in various Civil Defense courses.

Staff College Training:

Travel performed to attend the Civil Defense Staff College at Battle Creek, Michigan will be reimbursed at 50% along with daily Per Diem for the length of the course.

100% GRANT FUNDS

Surplus Property:

The Indiana Surplus Property Agency is located at Indianapolis. All property in their inventory is free except for the small shipping cost charged. There is federal accountability for a period of years but it is usually an exceedingly valuable resource for donable property.

Excess Property:

This is also an excellent means of acquiring rolling stock and heavy equipment. The cost is only the cost of shipment but the federal government does retain title and the equipment must be kept in a condition comparable to its condition when received.

Radiological Defense:

All detection instruments are furnished at no cost from federally furnished and State controlled inventories. They are maintained, repaired and exchanged by State personnel provided by federal funds.

Fallout Shelter System:

All shelter surveys, licensing, marking and stocking are grant programs. Included is also assistance for Community Shelter Planning and its publication. Available also are updating surveys and the Architect and Engineer Development Program.

Training:

Staff College housing is furnished free at the barracks on the premises in Battle Creek, Michigan, if desired.

The University Extension Program (Indiana University) is available for several grant programs. CDUEP conducts regionally located training programs of Emergency Preparedness Seminars. The students (local directors) receive all travel costs, plus Per Diem for the three days of the program.

The Civil Defense Education Program based in the State Department of Public Instruction is available at no cost for assistance with school system survival and disaster planning as well as training instructors and teaching Personal Survival and other courses.

The Medical Self Help Program is available through the State Department of Health and on a grant basis furnishes the teaching kit and supplies as well as assistance in beginning and maintaining the program.

Public Emergency Information:

All public information materials for handout and direct distribution to the newspapers and the electronic media is on a grant basis and includes materials for all industries and utilities.

Broadcast Station Protection:

In order that emergency public information can be broadcast to the people at all times, one station near the community has received broadcasting modifications which will enable it to be "live on the air" at all times at no cost to the community.

Emergency Water Supply Equipment:

At Terre Haute, Indiana a federal warehouse maintains water pumping equipment as well as all needed supporting equipment, pipes, purifiers, generators, etc. for an emergency supply of water to a community - no charge. Some of the pumps can be used to eliminate undesirable water backup.

Red Cross Assistance

A Red Cross liaison person is located at the Regional CD Headquarters for your assistance. Any Red Cross information or assistance not available locally should be referred to Region through the State Civil Defense Department.

PROGRAM MANAGEMENT

Professionally managed civil defense programs require that the Director be qualified and trained to conduct the affairs of the office. The duties outlined herein are typical of those performed by the professional Civil Defense Director, in non-emergency periods, in order to develop a readiness for operations in emergencies:

1. Provide leadership and coordination in the development of government emergency operations plans, outlining which forces and supporting groups would do what, in both peacetime and attack disasters, and specifying organization for major emergencies.
2. Provide expert knowledge and advice to operating departments on the special conditions and operating requirements that would be imposed by peacetime or attack disasters (effects of tornadoes, earthquakes, hurricanes, nuclear weapons).
3. Establish a system to warn the public of peacetime or attack disasters.
4. Establish a system to alert key government officials.
5. Develop an Emergency Operating Center (EOC) facility, a protected site from which key officials can control operations.
6. Develop EOC staffing and internal procedures to permit key executives to conduct coordinated operations in all emergencies.
7. Arrange for exercises to give key officials practice in directing coordinated operations under simulated emergency conditions and to test the management systems.
8. Organize radiological monitoring and analysis systems, including procurement of instruments and training and exercising of qualified technical personnel.
9. Coordinate and lead emergency communications planning, secure necessary equipment, exercise emergency communications and test communications plans.

10. Coordinate with doctors, hospitals, and public and private sector medical personnel to develop emergency medical plans and capabilities, as a part of the emergency plans.

11. Establish and maintain shelter system (maintain inventory of shelter spaces; obtain license agreement from building owners; mark and stock public shelters; inspect and maintain shelter supplies; participate in community shelter planning).

12. Establish, train and exercise an emergency public information system to get survival advice and information to the public before, during, and after peacetime or attack disasters (including establishing relationships with local news media: radio, TV, and newspapers).

13. Coordinate with local welfare offices, Red Cross, and other voluntary support groups the development of an emergency welfare capability to care for people needing mass care as a result of peacetime or attack disaster.

14. Coordinate and maintain relationships with industry to develop industrial emergency plans and capabilities related to government emergency plans.

15. Assist operating departments (fire, police, public works) with radiological defense and other training needs.

16. Coordinate and participate in training programs for the public on disaster preparedness (Medical Self-Help, Personal and Family Survival training for high school students).

17. Coordinate and participate in the rural civil defense program of the U. S. Department of Agriculture.

18. Prepare, submit and justify the annual civil defense budget.

19. Secure matching funds and other assistance available through the Civil Defense program, and through other Federal programs (which includes preparing annual program papers and other documents required for federal assistance programs).

COMPLETED

OCTOBER 1, 1972